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DEPARTMENT OF PLANNING STAFF REPORT

BOARD OF SUPERVISORS PUBLIC HEARING

DATE OF HEARING: November 14, 2006

CPAM 2006-0002 – Crosstrail

DECISION DEADLINE: December 5, 2006

ELECTION DISTRICT: Countywide PLANNER: Susan Berry Hill

RECOMMENDATIONS

Planning Commission: On September 11, 2006, the Planning Commission voted 5-2-1-1 (Doane and Ruedisueli opposed, Hsu absent, Munsey abstained) to forward CPAM 2006-0002, Crosstrail draft policies and proposed map amendments to the Board of Supervisors with a recommendation of approval. See Planning Commission report to the Board.

Staff: Staff does not support the proposed land use designation; land use mix; or utility policy changes. Regarding the transportation policy change, staff's position is that no policy change is necessary and that the applicant's proposal for the subject improvement in the rezoning application (ZMAP 2005-0011) could be supported under existing Revised County Transportation Plan (CTP) policy.

EXECUTIVE SUMMARY

The Crosstrail property is located south of the Town of Leesburg corporate limits and within the Leesburg Joint Land Management Area (JLMA). It is between the Greenway and the Leesburg Airport south of Tolbert Lane. The property is approximately 491 acres and is currently zoned JLMA-20 and the entire property is located within the AI (Airport Impact) Overlay District, partially within the Ldn 65 aircraft noise contour, partially between the Ldn 65 and Ldn 60 aircraft noise contours, and partially outside of but within one mile of the Ldn 60. The Toll Road Plan (TRP) designates the property for Business Employment land use and the Revised General Plan (RGP) designates it for Keynote uses. The Peterson Companies have submitted a rezoning application for the property to develop a town center concept with a component of residential development, some of which would be age-restricted housing.

On May 16, 2006, the Board of Supervisors initiated the consideration of amendments to the Revised General Plan (RGP), the Toll Road Plan (TRP), and the Revised Countywide Transportation Plan (CTP) proposed by the applicant for the Crosstrail rezoning proposal.

These proposed policy and map changes were initially proposed by the applicant in September, 2004. The Board further directed that the CPAM track concurrent with the rezoning application through the County review process.

The Planning Commission held a public hearing on the CPAM on June 19, 2006 and three subsequent worksessions on July 6, July 17, and September 11, 2006. The Planning Commission voted to recommend approval of the proposed language on September 11, 2006. Given State Code requirements, the Board has 90 days to review the CPAM and act on the Planning Commission's recommendation.

The CPAM proposal suggests the following changes:

- Land Use Map – Revise the RGP and TRP planned land use maps to re-designate the subject property from Business Employment/Keynote to Business Community.
- Land Use Mix Policy – Add a specific land use mix in the RGP policies for the subject property. The mix includes residential uses; adult/retirement housing; office/retail and service; light industrial; neighborhood retail and services; public parks, open and civic space.
- Utility Policy - Amend policy in the RGP and the TRP to allow either the LCSA or the Town to provide utilities in the Leesburg Joint Land Management Area (JLMA). (Current policy states that the Town will provide utilities in the JLMA unless another provider is agreed upon by the Town and the County.)
- Transportation Policy – Amend the CTP to include an off-ramp from the Dulles Greenway to the Crosstrail site between Battlefield Parkway and Crosstrail Boulevard.

SUGGESTED MOTIONS

1. I move to refer CPAM 2006-0002, Crosstrail Comprehensive Plan Amendment, to a Committee of the Whole meeting for further discussion on November 20, 2006.

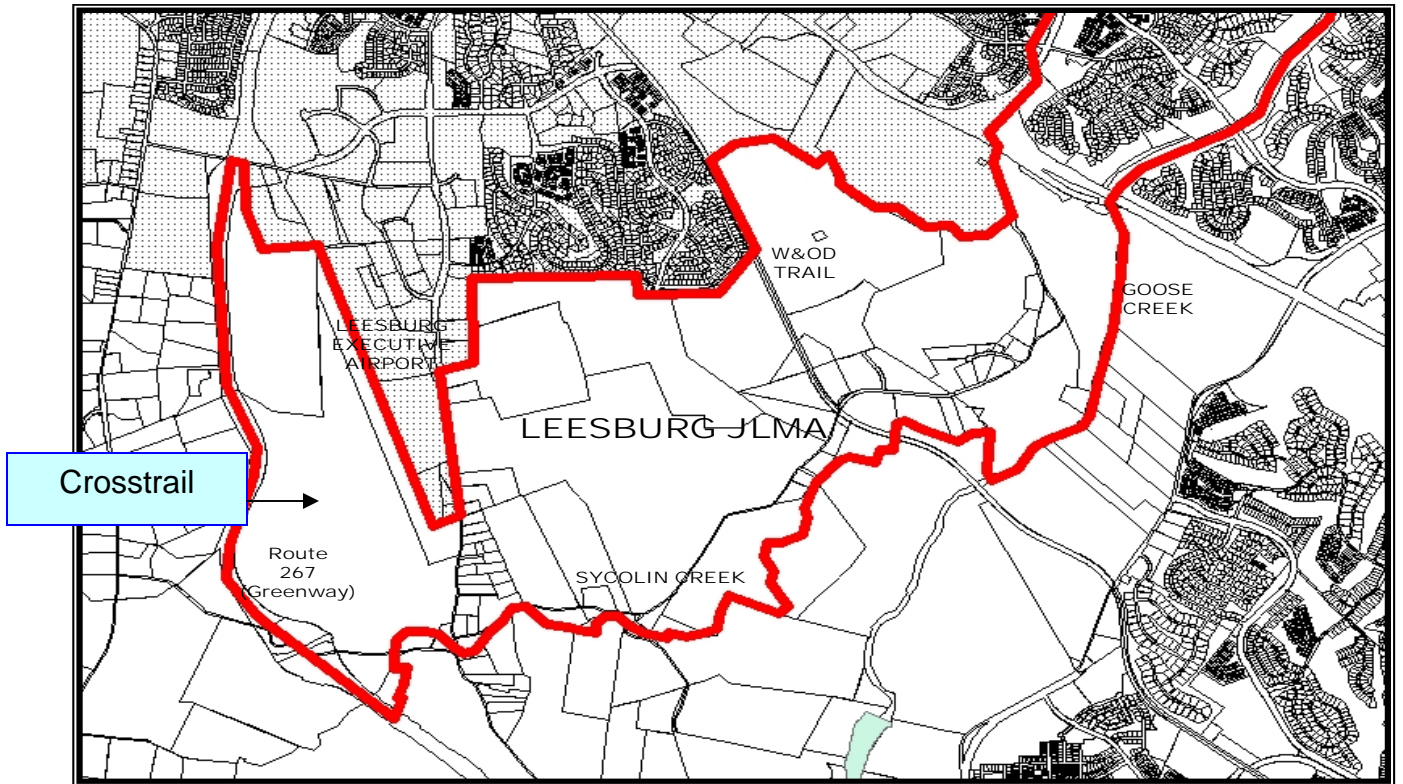
OR

2. I move to place CPAM 2006-0002, Crosstrail Comprehensive Plan Amendment on the agenda for the December 5, 2006, Board of Supervisors Business Meeting for action.

OR

3. I move an alternate motion.

Leesburg JLMA



Loudoun County Dept. of Planning, 2006

Directions:

From Leesburg, take Sycolin Road (Route 643) south past Leesburg Executive Airport to Shreve Mill Road (Route 653). Turn right on Shreve Mill Road and cross the bridge over Sycolin Creek. The southern end of the site is on the right side of Shreve Mill Road just past the bridge. Park on the right side of Shreve Mill Road just past the bridge. The property can be accessed on foot via the gate on the right side of the road. Currently, there is no other vehicular access to the site.

BACKGROUND:

In November, 2004, a developer-initiated Comprehensive Plan amendment was accepted for further consideration by the Planning Commission for the Crosstrail property. The Planning Commission considered this amendment and recommended that the plan amendment be accepted and combined for further review with the Creekside plan amendment (proposed for property in the southeast quadrant of the JLMA and property in the Lower Sycolin subarea of the Transition Policy Area). In March, 2005, the Board of Supervisors reviewed the Crosstrail proposal along with other plan amendment proposals that were accepted for further processing by the Planning Commission, prioritized them, and developed a work plan for staff. With respect to Crosstrail, the Board directed that it be considered jointly with the Creekside proposal as a single Leesburg area plan amendment in a joint planning process with the Town of Leesburg. This work initiative was placed in the staff's work queue. In the meantime, the Crosstrail rezoning was submitted in April, 2005.

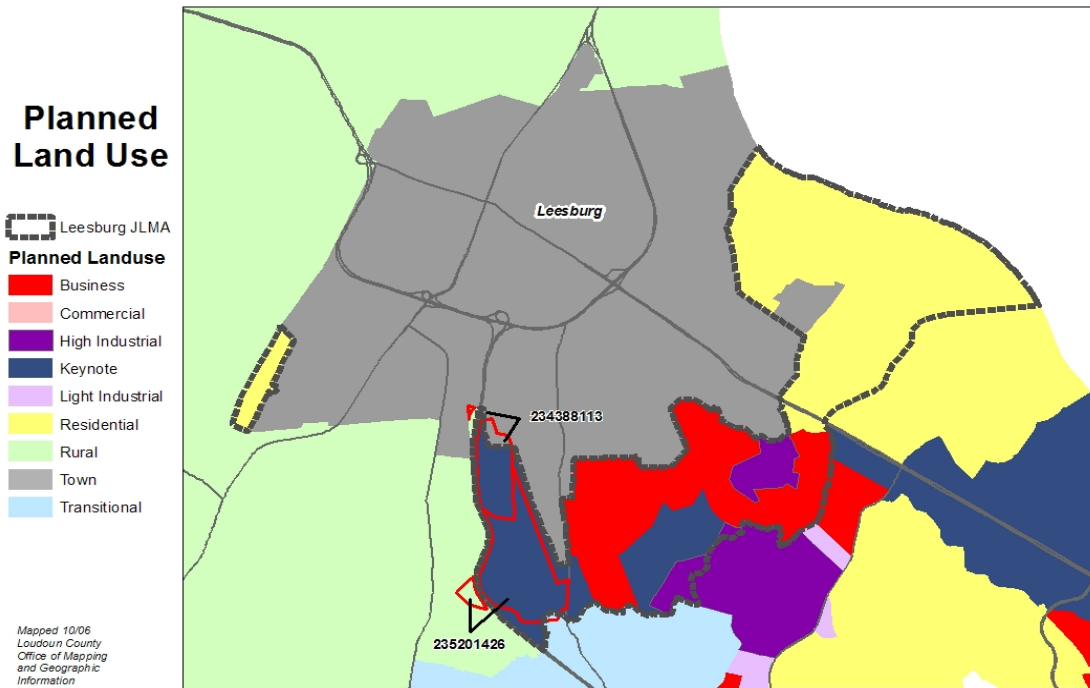
Given an impending decision deadline for the Crosstrail ZMAP, the Board of Supervisors revisited their March, 2005, action regarding the Leesburg Area CPAM and took action on May 16, 2006, to initiate a comprehensive plan amendment for the Crosstrail property only. The Board directed staff to advertise the Plan changes as initially proposed by the applicant back in 2004 and directed that the CPAM track concurrently with the Crosstrail rezoning application. As a second part of that motion the Board agreed to begin joint planning with the Town following final action on the Crosstrail CPAM and the ZMAP application.

After the Board direction was provided on May 16, 2006, the proposed Crosstrail plan amendments were advertised for the June 19, 2006 Planning Commission public hearing. The Planning Commission held three worksessions on the CPAM and ZMAP on July 6, 7 and September 11, 2006. The Planning Commission recommended approval of the proposed Plan policy and map amendments as submitted by the applicant. Further, the Planning Commission provided a specific recommendation to the Board regarding utility provision.

EXISTING POLICY:

Land Use - The Revised General Plan (RGP) designates the property for Keynote Employment (Planned Land Use Map, p. 7-23). The Toll Road Plan (TRP) more specifically designates the property for Business Employment uses (TRP, Planned Land Use Map as revised through CPAM 1997-0007). This use expands upon Keynote Employment uses by allowing for light industrial in addition to office use. The Business Employment land use designation is intended to encourage uses that are compatible with, and which support, the Leesburg airport. It is also intended to recognize the property's gateway location to Leesburg.

Existing Planned Land Use



The land use mixes for office and light industrial options are shown below (Toll Road Plan Policies 3 and 4, p. 3-9). Note that neither the office nor light industrial options allow for residential components.

TRP Business Employment Business Land Use Mix

Land Use Category	Minimum Required	Maximum Permitted
Regional Office	50%	70%
Commercial Retail and Services	10%	20%
Light Industrial/Flex	0%	40%
Public and Civic	5%	No Maximum
Public Parks and Open Space	5%	No Maximum

TRP Business Employment Light Industrial Land Use Mix

Land Use Category	Minimum Required	Maximum Permitted
Commercial Retail and Services	0%	10%
Regional Office	15%	40%
Light Industrial/Flex	50%	75%
Public and Civic	5%	No Maximum
Public and Open Space	5%	No Maximum

RGP Keynote Land Use Mix

Land Use Category	Minimum Required	Maximum Permitted
Regional Office	70%	85%
Commercial Retail and Services	0%	10%
Public and Civic	5%	No Maximum
Public and Open Space	10%	No Maximum

Utility Policy - The Town and the County have maintained a long-standing policy that the Town would be the provider of utilities in the JLMA. Policy dating back to the approval of the Leesburg Area Management Plan (LAMP), adopted in 1982 and updated in 1988, called for the Town to provide utilities in the growth area around the Town. Current policy in the Revised General Plan calls for each of the Towns in the County that have JLMA's to provide utilities within their respective JLMAs. The policy states that:

"The Towns will be the providers of public sewer and water in their town JLMAs unless a different provider is agreed upon by the County and the Town" (Revised General Plan, Policy 1, page 9-7).

The Toll Road Plan states:

"...The Town of Leesburg will provide service to the Leesburg Urban Growth Area. Through a mutual agreement among the Town, the County and the LCSA, the Town of Leesburg may provide service to areas west of Goose Creek, while the LCSA will provide service to the rest of the Toll Road planning area" (Toll Road Plan, Policy 6, page 2.3).

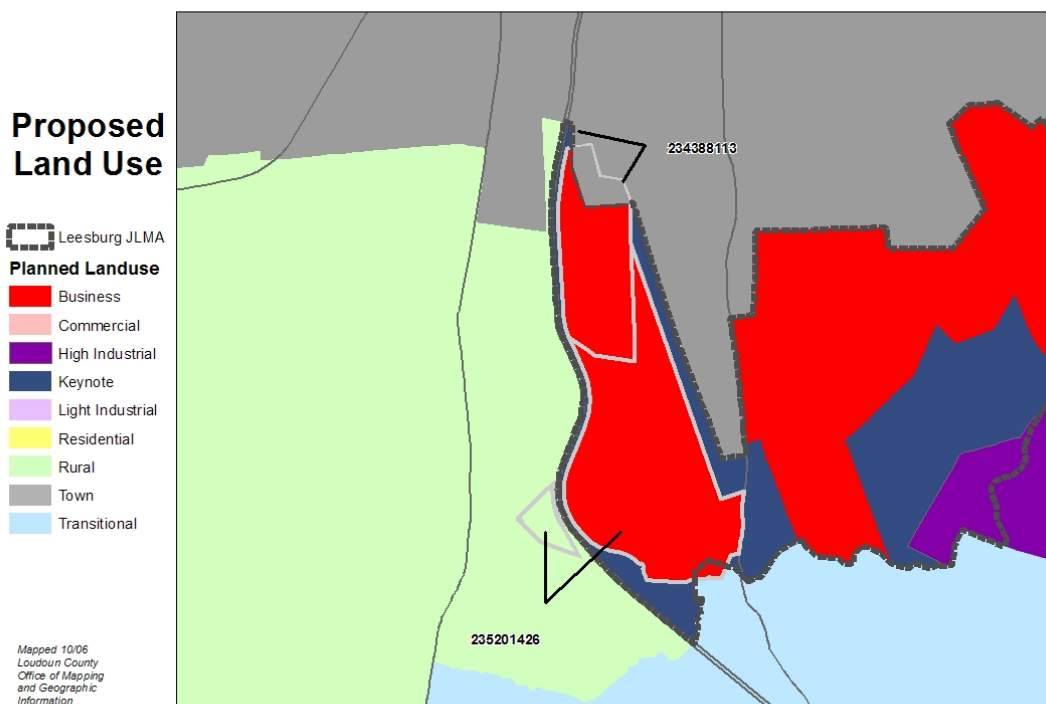
The County's policies allow for utility extensions into the JLMA. In the past, the Town agreed to provide utilities outside of the corporate limits to subdivisions in the northeast quadrant of the JLMA including River Creek, Potomac Station (portion in the County), and Spring Lakes. These subdivisions, while currently served with Town utilities, are not within the corporate limits. Today, it is the Town's general policy to only extend utilities to properties in the JLMA after they have been brought into the corporate limits.

Transportation Policy - Appendix 1 of the CTP contains the list of collector and arterial roads in the County with descriptions of existing and ultimate conditions. The description of the Dulles Greenway includes intersections with major roads with grade separated interchanges at Crosstrail Boulevard, Route 643, and Battlefield Parkway. The CTP planned road network map shows the Airport Area Connector Road on the subject property between Battlefield Parkway and Crosstrail Boulevard. (This road is depicted as Hawling Farm Boulevard on the Concept Development Plan for ZMAP 2005-0011). This road is currently described as an undivided urban collector.

PROPOSED LAND USE DESIGNATION AND POLICIES:

The CPAM proposes map and policy changes to the Revised General Plan (RGP) and the Toll Road Plan (TRP), to support a mixed used, town center concept. The rezoning plan includes a town center with retail, office, commercial and residential components, as well as surrounding residential (including age-restricted residential), office, light industrial, retail and civic uses. The civic uses include a fire and rescue site and an elementary school site. The CPAM proposes to change the land use designation from Business Employment and Keynote to Business uses. Further, the CPAM proposes a specific land use mix for the subject property.

Proposed Land Use Designation



Land Use Policy - The CPAM proposes changes to the Revised General Plan (Policy 8, page 9-12) to read:

*The southeastern portion of the JLMA will be remapped to zoning classifications that are compatible with the Land Use Map and that are compatible with the Leesburg Executive Airport. **Development to the west of the Airport, east of the Dulles Greenway, between the Battlefield Parkway and Crosstrail Boulevard interchanges, will be developed for mixed use including employment, housing (high density and suburban residential densities, plus adult/retirement component), retail, and public/civic use. The land use mix (measured as a percentage of the gross land area) will generally comply with the following ratios:***

Land Use Category	Minimum Required	Maximum Permitted
Residential*	20%	50%
Office/Retail and Services	20%	50%
Light Industrial/Flex	10%	30%
Neighborhood Retail and Services	0%	10%
Public Parks, Civic and Open Space	20%	No Maximum

***Residential shall include an adult/retirement housing sub-component with a minimum of 40% of the total units as adult/retirement housing.**

The TRP policy (Policy 6, adopted with CPAM 1997-0007) is proposed to be changed as follows:

*The General Plan policies governing the development of Business Communities apply to the Business Community areas located in the Leesburg Urban Growth Area, including the density and mix prescribed by the General Plan **except for the Business Community area west of the Leesburg Airport, between Battlefield Parkway and Crosstrail Boulevard, which shall develop as mixed use consistent with the land use mix ratios defined in the Revised General Plan Joint Land Area Management Policies.***

Transportation Policy - The CPAM proposes to amend the CTP map by adding an off-ramp from Dulles Greenway to the subject property. The description of the Dulles Greenway in Appendix 1 is proposed to be changed as follows:

R6M. Limited access median divided rural toll arterial with additional grade separated interchanges at 1)Crosstrail Boulevard; 2) Route 643; 3) Battlefield Parkway. Ramp access with Collector Distributor Road between Crosstrail Boulevard and Battlefield Parkway. >60 mph design speed.

The Airport Area Connector is proposed to be changed from an undivided to a divided urban collector (*See Attachment 1 for Applicant's proposed changes to the RGP, TRP, and CTP*).

ANALYSIS

Land Use

The Town and County have long-standing land use policy in support of the Leesburg Executive Airport. Business Employment use was specifically designated for the subject property during the development of the Toll Road Plan because this designation would allow for office development and/or industrial development in an effort to attract airport-related and airport-compatible development. The Business Employment designation also recognizes the subject site as a key gateway to the Town of Leesburg and that high development standards would be anticipated at this location. Staff continues to support Business Employment/Keynote uses rather than the proposed Business use (*Attachment 2*). First, the residential component which is included in the proposed land use mix is not compatible with or a supportive use to the airport. Secondly, the conversion of this property from Business Employment/Keynote to Business use, and in particular the inclusion of a large residential component, does not maximize the potential use of this site for premier office uses. More discussion is offered on each of these concerns as follows:

Impacts on the Leesburg Airport.

Leesburg Executive Airport is a general aviation facility that serves as a reliever airport to Dulles. Input received from the Town staff, the Airport Commission, Leesburg officials (see *Attachments 3 and 4*), the FAA, and pilots at the Planning Commission public hearing and worksessions indicated that the airport continues to contribute to the multi-modal transportation network in the area; continues to grow in usage by corporate and private aviators; and is an important resource for medical and emergency planning. There was considerable concern expressed that the location of residential uses adjacent to the airport will compromise the viability of the airport.

Compatibility of Land Uses. The residential component that is included in the proposed land use mix is not compatible with the airport. The single-family detached residential area (the southern half of the site planned for age-restricted residential development on the rezoning plan) will be exposed to overflight patterns from the airport. According to the airport's master plan, an increase in the number of aircraft using the facility will significantly increase in the 2005-2020 timeframe. Not only will aircraft volumes increase, but it is also anticipated that more jet aircraft will be using the airport, further contributing to noise impacts. There will be noise events any time of the day or night. Consequently, the juxtaposition of new residential development adjacent to the Leesburg Airport could significantly increase the number of noise complaints it receives. While residential development currently exists north and west of the airport, staff does not recommend that additional residential use be approved that may exacerbate this land use incompatibility. (More discussion is provided on noise impacts related to the airport in the staff report for the companion rezoning proposal, ZMAP 2005-0011.) The location of additional uses and resultant complaints will negatively affect operations at the

airport and threaten the viability of the airport in a number of ways. These factors are discussed below.

Airport Reliever Function. The Leesburg Airport is one of three designated relievers in the Virginia Air Transportation System for Washington Dulles International Airport and one of only six total relievers in the state. The other relievers for Dulles Airport are the Manassas and Warrenton airports. As a reliever, Leesburg Airport provides general aviation aircraft with an alternative to the larger Dulles Airport, which reduces congestion and helps to ensure efficient commercial air operations at Dulles; provides convenient and affordable business travel at Leesburg; and promotes safe private operations for smaller aircraft. Without an effective reliever, larger and faster commercial air traffic at Dulles would experience significant delays with impacts to connecting commercial airports. In addition to smaller passenger capacities per aircraft than larger commercial aircraft, corporate aircraft have differing engine blast effects and climb out speeds. Such differences result in increased taxi distances between aircraft, increased takeoff and landing separations, and induced delays. Differing airspeeds also increase the complexity of airspace management for air traffic control agencies. Dulles can operate more efficiently because of Leesburg's capacity to serve smaller, corporate aircraft traveling to and from Northern Virginia.

Leesburg Executive Airport qualifies as a Reliever Airport as classified by the Virginia Department of Aviation because it:

- Meets and exceeds the State's threshold for at least 25,000 annual operations
- Houses 50 based aircraft with jets
- Meets or exceeds 500 annual jet operations
- Is located 8 nautical miles northwest of Dulles (other reliever airports are Manassas (13 miles) and Warrenton-Fauquier (24 miles))
- Has 5,500 x100 foot runway, parallel taxiway, precision approach

Airport Master Plan. The Town is currently in the process of updating its Airport Master Plan. The final draft is expected in November, 2006, at which time it will be forwarded to the Federal Aviation Authority (FAA) for review. The FAA is expected to review the document in a 4-6 month timeframe. At that point, the Town Council will take final action on the document.

The Town's draft master plan for the airport currently shows further improvements to expand the airport's functional capabilities which in turn will expand its appeal as a corporate airport and increase its fiscal viability. Physical improvements planned that are noted in the draft Airport Master Plan Update include a 500-foot runway expansion to 6,000 feet; an expansion of the Airports' ramp space with associated hangar construction, and the installation of a precision approach system. These enhancements are expected to help meet the needs of the 357 aircraft forecasted to be based at the Airport by 2025. Current land holdings are expected to allow the Airport to meet its growth needs through 2010. Additional land purchases would be necessary to allow continued growth through 2025. The draft Airport Layout Plan from the Master Plan Update is provided as Attachment 10. The proposed development at Crosstrail would potentially limit the Airport's expansion capabilities unless consideration is given to reserving and/or acquiring additional property to meet the 2025 forecasts. The Plan indicates that an additional 40 acres would be needed to realize ultimate master planning goals. The

Town is currently discussing changes to the Capital Improvements Plan to include acquisition of additional land for the airport.

Funding. Financial investments in the facilities and operations of the airport by the Town and most notably the FAA attest to local and federal commitment to the viability of the airport. The FAA does not typically comment on local land development applications as it leaves these decisions to the locality. However, local land use decisions are factored into FAA decisions when considering approval of expansion plans and funding for future airport improvements. FAA grants are the funding source for many of the improvements at the Leesburg Airport. Since 1982, the FAA has awarded 31 grants and nearly \$24 million for improvements to the Leesburg Airport. The FAA has also expressed interest in funding future land purchases necessitated by the Airport's planned expansion. Staff notes that acceptance of grants from the FAA, means the Town must agree to a list of assurances. One such performance assurance is that land use compatibility with the airport will be maintained.

" It [the Town of Leesburg] will take appropriate action, to the extent reasonable, including the adoption of zoning laws, to restrict the use of land adjacent to or in the immediate vicinity of the airport to activities and purposes compatible with normal airport operations, including landing and takeoff of aircraft. In addition, if the project is for noise compatibility program implementation, it will not cause or permit any change in land use, within its jurisdiction, that will reduce its compatibility, with respect to the airport, of the noise compatibility program measures upon which Federal funds have been expended" (see #21, Attachment 5).

Since the Crosstrail property is in the County's jurisdiction, but directly adjacent to the Airport, it is important that the County consider issues related to land use compatibility so as not to jeopardize the Town's position when competing for grant funding from the FAA for future enhancements to the airport. Additionally, the Town could be liable for repayment of grant money that has been used to fund existing Airport projects if the FAA deems that airport operations and future airport growth has been compromised through local land use decisions.

Economic Benefits. In 2004, an airport economic impact study was prepared for the Virginia Department of Aviation (*Attachment 7*). The Virginia Airport System Economic Impact Study emphasizes that it is the State's objective to assure that all residents of Virginia have convenient access to airports and that airports will play an important role in economic development.

The study notes that Leesburg Airport generates:

- Over 600 jobs
- Almost \$17 million in wages
- \$40.5 million to the regional economy

A survey conducted this year by the Town indicates that there are a total of 177 people who are directly employed at the Leesburg Airport.

Key Gateway Location for Business Employment Use

The Revised General Plan describes the Keynote land use designation as:

“Keynote Employment centers are 100-percent premier office or research –and – development centers supported by ancillary retail and personal service for employees. They do not permit a residential component. Keynote Employment centers have high visibility along major corridors, their structures accented with heavily landscaped greens and tree-lined boulevards, and reflect the County’s growing prominence as a global crossroads for business” (Revised General Plan, page 6-27).

Importance to the County’s Economic Development Strategy. There are three general areas in the County that are designated for Business Employment/Keynote uses; the Route 7 corridor, the Route 28 corridor, and areas at both ends of the Dulles Greenway. Keynote properties include business parks such as Telos, Janelia Farms, Orbital, and WorldCom/MCI. In the larger metro region, the I-270 corridor in Maryland; the Dulles Toll Road Corridor in Fairfax; and the 234 corridor (Innovation Sector) in Prince William County offer similar high-profile, premier office development corridors. Loudoun competes with these regional areas as well as in national markets for nationally oriented office centers. Properties designated for Business Employment/Keynote use are an important piece of the overall economic development strategy for the County. As market conditions increasingly demand more office development, the County optimally will be poised to offer a diverse inventory of sites to prospective businesses looking for prime office locations. With its high visibility and access from the Greenway as well as proximity to the Town of Leesburg and the Leesburg Executive Airport, the subject site is an important part of that employment use inventory.

Keynote uses are important to the overall economic development strategy because they provide employment opportunities for high paying jobs which in turn create a strong multiplier effect for the local economy. The office market continues to grow in strength, particularly at both ends of the Greenway. The Town is currently experiencing a low inventory of land for office development. The Town, through policy objectives in its’ Comprehensive Plan, seeks to increase the presence of high-end office, research and higher education uses and has emphasized such uses for the southeast quadrant of the Leesburg JLMA. Furthermore, the County Department of Economic Development increasingly receives inquiries from business prospects about the availability of office locations that are proximate to Leesburg and which are located with access off the Greenway (*Attachment 8*).

Most of the areas designated for Keynote uses are in the eastern part of the County and these properties, over time if developed for keynote uses, will provide employment opportunities for Loudoun residents. The subject property, centrally located in the County, has the potential to also be a key business employment center particularly for Leesburg and western Loudoun residents.

Gateway Location. The subject property is uniquely situated at a key gateway entrance to Leesburg between the Dulles Greenway and the Leesburg Airport. The visibility of this property along the Dulles Greenway affords a unique opportunity for development of employment uses adjacent to Leesburg.

While this property has remained undeveloped in the past, several key factors will likely change that condition in the near future. The on-going construction of the Greenway interchanges at Battlefield Parkway and Crosstrail Boulevard will provide the necessary

infrastructure to make this site viable for development. This factor coupled with the high visibility of the site, more favorable office market conditions; and the site's proximity to Leesburg, will combine to make for positive development conditions for the subject property.

Business Community. Mixed use is generally supported in the Town and County's Comprehensive Plans and is supported in areas designated for Business use. The County's economic development strategy further identifies six distinct business corridors, each with different characteristics and which offer different development opportunities: Route 7 – office and research uses; Route 28 – office, business uses, and destination retail; Route 625 – office and business uses; Route 606 – industrial uses; the Greenway – high density and high end office; and Route 50 – business uses and industrial. Areas designated for Business Community allow for a residential component. In these areas, mixed use concepts such as those proposed for Crosstrail would generally be appropriate and residential components, which add activity on a 24/7 basis, are encouraged.

While staff does not recommend the proposed Business use designation at the subject location, should the Board wish to consider its merits, staff notes that the proposed Business use mix also does not comply with the Business Community land use mix that is specified in the Revised General Plan. The chart below provides a comparison between the existing business community land use mix in the Revised General Plan and the applicant's proposed mix. The proposed residential component is substantially larger than that which is recommended for Business Communities elsewhere in the County.

Comparison of Business Community Land Use Mix

	RGP		Proposal	
	Min	Max	Min	Max
Employment/Commercial*	50%	70%**	30%	60%
Civic and open space	15%	No Max	20%	No max
Residential	15%	25%	20%	50%

* Specific non-residential land use categories have been collapsed into one category.

**Percentage represents the maximum land use area possible given the minimum requirements for residential and civic and open space.

In addition, there is no precedent in the County's Comprehensive Plan to adopt land use mixes that are specific to individual properties. The County's approach is to evaluate rezoning proposals using the appropriate, general land use mix in the Comprehensive Plan. Rezoning proposals have been approved by the Board in the past which do not totally conform to the land use mix as recommended in the Comprehensive Plan. However, these approvals are on a case-by-case basis with findings established for why the land use mix should vary from that which is recommended in the Comprehensive Plan. The subject proposal has not demonstrated why the County should change its policy planning approach to switch from a more generalized land use mix to a site-specific land use mix approach for the Crosstrail property. Staff does not recommend approval of a site-specific land use mix for the Crosstrail proposal because it may set a precedent for other inconsistent proposals to request the same treatment.

Utility Policy

Town's Plan for Utility Service. The Town has proceeded in accordance with their Water and Sewer Master Plan since its adoption in 1988. The Plan is consistent with longstanding County and Town policy regarding proposed land use for the JLMA and has accounted for the location and size of future water and wastewater system improvements to serve the Town and the JLMA. Decisions by the Town about utility planning, investment, and construction have been based on this document. The Town has planned for service to the JLMA by estimating utility demand based on planned land use and has planned for the necessary infrastructure to serve this area. The Town currently has extended water lines to service properties north of the subject site (*Attachment 3, excerpts from Leesburg Water and Sewer Master Plan*).

LCSA's Recommended Plan for Utility Service. During its review of this CPAM, the Planning Commission requested that the LCSA provide information regarding how the Leesburg JLMA (including the Crosstrail property) could be served by the LCSA and requested that cost estimates be provided if they were to provide service to the JLMA. The LCSA conducted a feasibility study to assess logical boundaries of a service area and to determine the type and extent of utility infrastructure that would be necessary to serve the properties in the JLMA. The LCSA looked at several alternatives and selected one to present to the Planning Commission at their worksession on September 11, 2006 (*See LCSA letter as Attachment 9 and map as Attachment 11*).

The study was conducted with several criteria in mind. LCSA did not want to split the Lower Sycolin watershed and they wanted to consider the most cost effective solutions. During this study process, the LCSA discussed alternative means of providing utility service to the area with Town of Leesburg utility staff to get their input. The plan presented to the Planning Commission was thought to best meet the criteria described above. Staff notes that this option is generally consistent with the Town's current utility master plan.

The LCSA discussed the engineering and business aspects of utility provision with the Planning Commission. They presented technical descriptions of the proposed service area and their rationale for the service area boundaries. They also described the type and extent of infrastructure that is anticipated to serve this area. The LCSA also provided background information about the "business" side of utility provision. LCSA explained that the Town and the LCSA could share responsibilities for construction of utility infrastructure and the metering of the users in the service area in any number of different ways. There is precedent for such collaboration in other areas of the JLMA, one such example being areas north of Route 7 on the east and west sides of Goose Creek.

The timeframe for utility service would depend on a number of factors. Typically funding for the utility systems is dependant on the development projects creating the demand for expansion of service. The LCSA has indicated that once funding is in place, their design and development of a utility system to serve the area could be accomplished within approximately a three year timeframe.

Policy Implications From a technical perspective, the feasibility study conducted by the LCSA shows that they could serve the Leesburg JLMA. However, in order for the area to be efficiently served, the study also assumes that there is clarity about who will serve the area and how. As such, the existing language in the Revised General Plan is preferable to the proposed language. Also, if a more collaborative approach between the town and the County is considered desirable

for utility service to the JLMA, the existing language would also be preferable because it states that the Town will be the provider of public sewer and water in the town JLMA unless a different provider is agreed upon by the County and the Town (*Revised General Plan*, Policy 1, p. 9-7). To assure a clear understanding of each entity's responsibility toward utility service, a joint agreement or resolution between the Town and the County should document this understanding.

Under existing Revised General Plan policy, utility and political boundaries are synonymous. As such, the JLMA represents an area that is intended to be served by Town utilities and it is an area in which the Town may grow and annex. The JLMA boundary splits the Lower Sycolin watershed with the northern portion being the responsibility of the Town and south of the creek being the responsibility of the LCSA. However, as illustrated in the LCSA study, this would result in a duplication of Town and LCSA conveyance systems along the Sycolin Creek which would be very inefficient. Therefore, the Town and the County may wish to rethink the policy approach regarding the JLMA as a boundary for utility service and annexation. As noted above, it may make more sense to encourage the LCSA and the Town to collaboratively devise a plan that both entities endorse for utility service. At the same time, the Town and the County should discuss political boundaries, specifically how the Town plans to grow and what areas it envisions annexing. Both of these questions are better addressed by the Town, the County and the LCSA in a joint planning process independent of consideration of the specific Crosstrail proposal.

Transportation Policy – The CPAM proposes to add an off-ramp to the description of “Greenway Improvements” in Appendix 1 of the CTP. This off-ramp is proposed from the Dulles Greenway to the Crosstrail property and is more specifically illustrated in the rezoning plan (ZMAP 2005-0011). Staff notes that an off-ramp, such as that proposed, is not typically included in the description of interchange facilities or roads in the CTP. They are not described as a part of other interchanges on the Greenway, nor on other major arterials in the County. As such, the proposed change to the CTP is not necessary to support the applicant's rezoning.

PLANNING COMMISSION REVIEW AND RECOMMENDATIONS

The Planning Commission held a public hearing on both the Crosstrail plan amendment and rezoning, on June 19, 2006. There were 28 speakers who addressed the Commission. Concerns related predominantly to the direct and indirect impacts of the proposed residential development on the Leesburg Executive Airport. In addition to this concern, the Town of Leesburg expressed concerns about the proposed policy change with respect to the provision of water and sewer utilities and expressed a desire to jointly discuss this issue with the County independent of the proposed rezoning.

The Planning Commission scheduled a worksession on July 6, 2006, to discuss CPAM and ZMAP issues raised at the June 19, 2006, public hearing. Staff was directed to provide answers to a list of questions and additional information by the Planning Commission. Much of the discussion focused on the Leesburg Executive Airport and topics included airport operations; the airport's function as a reliever airport; aircraft noise; height surfaces and regulated airspace; economic impacts relating to the operation of the airport; funding of improvements at the airport; and the airport's master plan. With respect to land use issues, the Commission discussed the applicant's concept development plan for the rezoning relating to outdoor spaces, the proposed location of the elementary school site, and land use designations in the RGP versus the proposed land use designations. Fiscal and capital impact implications were discussed. Utility provision was discussed in the context of existing utility

policy; annexation policy; and Town utility rates for properties outside the corporate limits. Transportation issues relating to the rezoning proposal were also discussed. At the conclusion of the worksession, the Planning Commission requested that the Town provide additional information relating to the airport, utilities and annexation. The Planning Commission also requested that the LCSA conduct a study to assess how they could provide utilities to the Leesburg JLMA.

On July 17, 2006, the Planning Commission conducted the second worksession on the CPAM and ZMAP. The focus of this worksession was on the Town of Leesburg's responses to questions posed by the Planning Commission at the July 6 worksession. Town representatives and staff discussed the Town's position on both the CPAM and the ZMAP with the Planning Commission. Issues discussed included impacts of the proposed development on the airport; utility provision; and transportation impacts on town road networks.

On September 11, 2006, the Planning Commission held the third worksession the focus of which was the utility study requested of the LCSA, transportation issues, and the proffers for the rezoning proposal. The Planning Commission voted to forward CPAM 2006-0002 and ZMAP 2005-0011 to the Board with a favorable recommendation on both. Their findings and position were articulated in a Commission Report prepared by Chairman Whitmore. In a separate motion the Planning Commission also recommended that the LCSA be the sole provider of utilities to properties in the Leesburg JLMA. Staff notes that this motion conflicts with the motion to approve the proposed plan language. The Town does not agree with the Planning Commission's recommendation and recommends no change to the existing policy.

Conclusions

Staff recommends no change to the proposed land use designation of Business Community for the subject property and to the proposed land use mix. Business Employment/Keynote uses were designated for the subject property to protect and complement the airport. The proposed residential uses in the land use mix are not compatible with the airport. Further, the high visibility, gateway location of the property lends itself to high profile office use which is an important piece of the County's overall business development strategy. From the County's economic development perspective, the property would not be utilized to its fullest potential if developed with residential uses. Lastly, staff does not recommend approval of a site-specific land use mix to the Comprehensive Plan because it may set an undesirable precedent whereby other properties which do not conform to the land use mix recommendations in the Plan may propose similar site-specific land use mixes to circumvent the recommendations in the Plan.

Staff does not recommend approval of the change in the subject utility policy. The existing policy clearly states that the Town is responsible for utilities but allows for flexibility and collaboration between the Town and the County to discuss and agree on alternate means for serving the JLMA with utilities. If the Town and the County would like to entertain the LCSA's proposal, or further discuss and decide on how the Town and LCSA could collaboratively serve the JLMA, such decision could be further documented through an agreement between the two entities. This may be done under the existing utility policy. The "either/or" provision in the proposed language is more ambiguous than the existing language because a designated

provider is not specified. The Planning Commission recommended approval of the “either/or” policy language as proposed by the applicant, and also recommended that the LCSA be the sole provider of service. While the Planning Commission’s recommendation for the LCSA to serve the JLMA is specific, it conflicts with current Plan policy that stresses collaboration between the County and the Town on such decisions.

The proposed changes to the CTP are not necessary to support the proposed Crosstrail rezoning and staff recommends no change to existing policy.

ATTACHMENTS

1. Applicant’s proposed changes to the RGP, TRP, and CTP
2. Referral from Comprehensive Planning
3. Letter from the Town of Leesburg dated August 8, 2006 for the July 17, 2006 meeting inclusive of attachments referenced in the letter
4. Letter from the Town of Leesburg dated July 11, 2006 inclusive of attachments referenced in the letter
5. Leesburg Airport Grant History and Airport Sponsor Assurances
6. Virginia Air Transportation System Plan Update
7. Virginia Airport System Economic Impact Study
8. Referral from the Department of Economic Development and Town of Leesburg Department of Economic Development
9. LCSA letter dated September 6, 2006 and map of proposed service area.
10. Airport Layout Plan
11. LCSA proposed service area map